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YOUNG WORKERS, THEIR SPECIAL TRAINING NEEDS.

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REVIEWED ARE THE ECONOMIC NEEDS AND STATUS OF NONCOLLEGE BOUND YOUTH WHO NEED SPECIAL TRAINING BECAUSE OF LOW INCOME, RACE, PHYSICAL AND MENTAL HANDICAPS, JUVENILE DELINQUENCY, YOUNG MARRIAGE, IMCOMPLETE EDUCATION, OR RURAL OR MIGRANT BACKGROUND. TWO TABLES INDICATE--(1) THE REGIONAL DISTRIBUTION OF THE LABOR FORCE AGED 14-19, PROJECTED TO 1970, AND (2) PERCENTAGE OF THIS AGE GROUP ENROLLED IN SCHOOL IN EACH STATE IN 1950 AND 1960. CHARTS PRESENT DATA ON--(1) THE LEVEL OF EDUCATION OF THE YOUTH, (2) THE INCREASE IN THE TEENAGE LABOR FORCE, (3) A RACIAL ANALYSIS OF TYPES OF JOBS HELD BY HIGH SCHOOL GRADUATES AND DROPOUTS, AND (4) NONRACIAL ANALYSIS OF JOB CATEGORIES IN RELATION TO YEARS OF SCHOOLING. IT IS FELT THAT THE HETEROGENEITY OF THE YOUNG WORKERS SEEKING EMPLOYMENT, MARKET REQUIREMENTS, AND THE INCREASE IN YOUTH POPULATION MUST BE TAKEN INTO CONSIDERATION IN PLANNING PROGRAMS REALISTICALLY. THIS DOCUMENT IS AVAILABLE FROM THE SUPERINTENDENT OF DOCUMENTS, U.S. GOVERNMENT PRINTING OFFICE, WASHINGTON, D.C. 20402. (JL)

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YOUNG WORKERS: Their Special Training Needs

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U.S. DEPARTMENT OF LABOR; W. WILLARD WIRTZ, Secretary
MANPOWER ADMINISTRATION
Office of Manpower, Automation and Training

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YOUNG WORKERS: Their Special Training Needs

PREFACE

Under the Manpower Development and Training Act of 1962, the Secretary of Labor is required to develop and compile information relating to the manpower situation in the United States. The unprecedented number of youths expected to enter the labor force during the 1960 decade will present a major manpower challenge to the Nation. This bulletin reviews the training needs and the status of training for young men and women between the ages of 14 and 19 years who will be entering the labor market with a high school education or less. Particular emphasis is placed on youths who will have special problems in finding employment because of their race, physical and mental handicaps, or for other reasons.

This report was prepared by Lloyd Feldman and Michael R. Peevey of the Division of Manpower Requirements and Resources.

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Chapter 1

THE PROBLEM

Non-College-Bound Young Workers

The more than 5½ million new young workers who will not be going on to college but looking for work in the next 3 years (1963–65) will present one of the most difficult and pressing manpower problems this Nation has ever faced. This unprecedented number of non-college-bound young persons seeking jobs is expected to consist of nearly 3½ million youths with a high school education and approximately 2 million young men and women school dropouts. Altogether, these young jobseekers will account for three out of every four new labor force entrants during the 1963–65 period.

Non-college-bound young persons who will be looking for jobs in the immediate future will face three major problems: Will their training and education be adequate for the increasingly complex and higher level jobs offered by our economy? Will there be a sufficient number of jobs? Will the disadvantaged youth among the non-college-bound young men and women be able to overcome some of their unique and special handicaps?

The problem of training and education for many of these young persons is intensified because, in some cases, the leadtime for adequately preparing them before they enter the labor force has virtually disappeared. The level of employment and the availability of employment opportunities for youths at the time they enter the labor market are not easily predictable. However, young persons are already experiencing difficulty in securing jobs, as demonstrated by their high unemployment rate in the early 1960's. The employment problems of many youths are complicated by inadequate training, lack of vocational guidance, poor motivation, and frequent job changes. The handicaps faced by racial minorities, school dropouts, juvenile delinquents, physically or mentally disabled young persons, and rural youth create additional personal burdens and employment problems.

Educators, parents, representatives of management and labor, and government officials, both on a local and national level, face the challenge of developing action programs within the near future if the lack of jobs for young persons is not to become a major problem of our society with far-reaching and long-term social and economic implications.

During the entire decade of the 1960's, about 19.5 million of the 26 million new young workers entering the labor force are expected to have a high school education or less. (See chart A.) This group of non-college-bound new young workers, who are the subject of this report, will total some 4.5 million more than the corresponding group which entered the labor force in the preceding decade. About 12 million of the 19.5 million non-college-bound youths will have a high school education; it is estimated that about 7.5 million will be dropouts who will not have completed high school. About 6.5 million of all the 26 million new young workers will be college graduates or will have had some college education.

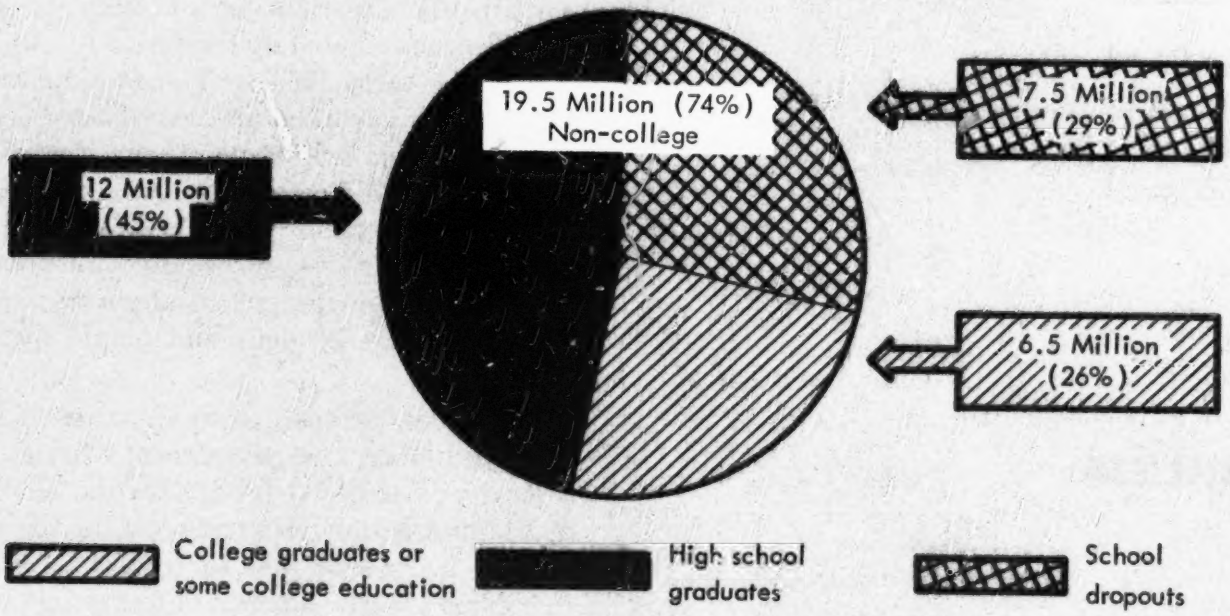
Increase of Young Workers by State

The youth employment problem will be especially acute in some States in the next few years because the great upsurge in the number of youthful jobseekers will not occur at a uniform rate. The number of young persons in the 14–19-age category expected to be working at or seeking full-

Chart A

ALMOST 3 OUT OF EVERY 4 NEW YOUNG WORKERS IN THE 1960's WILL HAVE A HIGH SCHOOL EDUCATION OR LESS

(PERCENT AND NUMERICAL DISTRIBUTION OF THE 26 MILLION NEW YOUNG WORKERS)



Source: U.S. Department of Labor.

or part-time jobs (for the most part they will be 18- and 19-year-olds) will probably rise from 6.2 million in 1960 to 7.7 million in 1965 and 8.4 million by 1970. (See table 1.) This 24-percent increase of 1.5 million 14–19-year-olds in the labor force between 1960 and 1965 dramatically points up the immediacy of the youth employment problem. Between 1965 and 1970 the number of young persons aged 14 through 19 in the labor force will only increase by about 736,000—or nearly 10 percent. Thus, of the total increase of this age group expected in the labor force in the 1960 decade, two-thirds of the increase will have occurred by 1965. (See chart B.) In 1960, the number of 14–19-year-olds *not in school* and in the labor force represented approximately one-half of the total number of 14–19-year-olds in the labor force. Even if the proportion of young persons 14–19 years old in the labor force who are attending school increases, as it did between 1950 and 1960 (see table 2), there will still be a substantial increase in the number of out-of-school teenagers seeking work in the first half of the 1960 decade.

The highest rate of increase of 14–19-year-olds in the labor force between 1960 and 1965 will take place in the Pacific States. California will have the greatest numerical increase, with a net gain of 297,000; New York will be second with about 113,000.

The problem of providing employment for the large number of 14–19-year-olds entering the labor market in the next few years will be particularly severe in certain States. In 11 States the expected growth between 1960 and 1965 in the number of teenagers in the work force will exceed the total increase in nonagricultural employment which occurred between 1957 and 1962 in each of these States.[1] In a 12th State, West Virginia, the number of teenagers in the labor force is expected to decline slightly between 1960 and 1965; the number of nonagricultural jobs in the State actually dropped by 69,000 between 1957 and 1962. Between 1957 and 1962 these 12 States experienced

[1] These States are: Connecticut, New York, Pennsylvania, Ohio, Indiana, Illinois, Michigan, Kansas, Delaware, Louisiana, and Montana.

Table 1—LABOR FORCE AGED 14 TO 19 FOR THE UNITED STATES, REGIONS AND STATES, 1960 AND PROJECTED 1965 AND 1970

(Numbers in thousands)

	Number			Change			
	Actual	Projected		1960–65		1965–70	
	1960 [1]	1965	1970	Number	Percent	Number	Percent
TOTAL 51 STATES	6,200.0	7,658.1	8,393.6	1,458.1	23.5	735.5	9.6
NORTHEAST	1,401.7	1,694.4	1,806.0	292.7	20.9	111.6	6.6
New England	392.3	473.6	519.5	81.3	20.7	45.9	9.7
Maine	34.2	38.0	38.2	3.8	11.1	.2	.5
New Hampshire	23.6	28.9	31.4	5.3	22.5	2.5	8.6
Vermont	16.0	16.6	16.5	.6	3.8	−.1	−.6
Massachusetts	195.8	237.6	263.8	41.8	21.3	26.2	11.0
Rhode Island	35.2	39.4	39.6	4.2	11.9	.2	.5
Connecticut	87.5	112.9	130.0	25.4	29.0	17.1	15.1
Middle Atlantic	1,009.5	1,220.8	1,286.5	211.3	20.9	65.7	5.4
New York	480.8	593.9	628.2	113.1	23.5	34.3	5.8
New Jersey	181.0	227.7	244.1	46.7	25.8	16.4	7.2
Pennsylvania	347.7	399.2	414.3	51.5	14.8	15.1	3.8
NORTH CENTRAL	1,885.2	2,346.5	2,631.6	461.3	24.5	285.1	12.2
East North Central	1,267.9	1,619.6	1,838.7	351.7	27.7	219.1	13.5
Ohio	314.9	420.7	479.1	105.8	33.6	58.4	13.9
Indiana	169.0	211.3	237.9	42.3	25.0	26.6	12.6
Illinois	357.3	451.3	511.6	94.0	26.3	60.3	13.4
Michigan	271.6	345.8	396.2	74.2	27.3	50.4	14.6
Wisconsin	155.1	190.5	214.0	35.4	22.8	23.5	12.3
West North Central	617.3	726.9	792.9	109.6	17.8	66.0	9.1
Minnesota	148.5	184.9	212.3	36.4	24.5	27.4	14.8
Iowa	117.9	137.1	145.6	19.2	16.3	8.5	6.2
Missouri	145.8	164.4	171.9	18.6	12.8	7.5	4.6
North Dakota	28.5	28.8	29.1	.3	1.1	.3	1.0
South Dakota	30.5	34.1	35.6	3.6	11.8	1.5	4.4
Nebraska	60.2	70.3	76.2	10.1	16.8	5.9	8.4
Kansas	86.0	107.3	122.1	21.3	24.8	14.8	13.8
SOUTH	1,868.7	2,118.6	2,130.5	249.9	13.4	11.9	.6
South Atlantic	913.4	1,076.6	1,109.0	163.2	17.9	32.4	3.0
Delaware	13.0	18.0	21.4	5.0	38.5	3.4	18.9
Maryland	101.8	129.7	138.9	27.9	27.4	9.2	7.1
District of Columbia	21.7	26.1	28.7	4.4	20.3	2.6	10.0
Virginia	137.9	157.1	156.1	19.2	13.9	−1.0	−.6
West Virginia	43.4	41.1	32.9	−2.3	−5.3	−8.2	−20.0
North Carolina	173.9	183.5	170.3	9.6	5.5	−13.2	−7.2
South Carolina	111.4	120.2	112.4	8.8	7.9	−7.8	−6.5
Georgia	154.7	170.5	159.0	15.8	10.2	−11.5	−6.7
Florida	155.7	230.5	289.2	74.8	48.0	58.7	25.5

See footnote at end of table.

Table 1—LABOR FORCE AGED 14 TO 19 FOR THE UNITED STATES, REGIONS AND STATES, 1960 AND PROJECTED 1965 AND 1970—Continued

(Numbers in thousands)

	Number			Change			
	Actual	Projected		1960–65		1965–70	
	1960[1]	1965	1970	Number	Percent	Number	Percent
East South Central	391.3	398.9	358.9	6.7	1.7	−39.1	−9.8
Kentucky	94.1	90.4	78.7	−3.7	−3.9	−11.7	−12.9
Tennessee	115.2	119.2	111.3	4.0	3.5	−7.9	−6.6
Alabama	104.7	109.6	99.1	4.9	4.7	−10.5	−9.6
Mississippi	77.4	78.8	69.8	1.4	1.8	−9.0	−11.4
West South Central	564.0	644.0	662.6	80.0	14.2	18.6	2.9
Arkansas	57.6	52.3	42.7	−5.3	−9.2	−9.6	−18.4
Louisiana	88.7	103.7	104.2	15.0	16.9	.5	.5
Oklahoma	78.8	82.7	82.0	3.9	4.9	−.7	−.8
Texas	338.9	405.4	433.7	66.5	19.6	28.3	7.0
WEST	1,044.3	1,498.7	1,825.5	454.4	43.5	326.8	21.8
Mountain	278.8	372.6	448.3	93.8	33.6	75.7	20.3
Montana	27.6	34.7	39.4	7.1	25.7	4.7	13.5
Idaho	31.7	37.1	41.3	5.4	17.0	4.2	11.3
Wyoming	14.0	17.5	19.3	3.5	25.0	1.8	10.3
Colorado	72.7	97.3	116.1	24.6	33.8	18.8	19.3
New Mexico	33.6	43.8	50.2	10.2	30.4	6.4	14.6
Arizona	47.1	70.1	89.7	23.0	48.8	19.6	28.0
Utah	41.7	54.5	68.7	12.8	30.7	14.2	26.1
Nevada	10.5	17.5	23.5	7.0	66.7	6.0	34.3
Pacific	765.5	1,126.1	1,377.3	360.6	47.1	251.2	22.3
Washington	108.0	142.5	157.7	34.5	31.9	15.2	10.7
Oregon	60.7	75.0	80.4	14.3	23.6	5.4	7.2
California	558.5	855.1	1,074.3	296.6	53.1	219.2	25.6
Alaska	12.0	19.9	28.1	7.9	65.8	8.2	41.2
Hawaii	26.2	33.5	36.7	7.3	27.9	3.2	9.6

[1] Data have been adjusted to be comparable with the annual average for 1960 as reported in the *Monthly Report on the Labor Force.*

Source: 1960 data based on the decennial census reports. The projected labor force data were prepared by the Bureau of Labor Statistics, U.S. Department of Labor, and are based on projections of the population prepared by the Bureau of the Census.

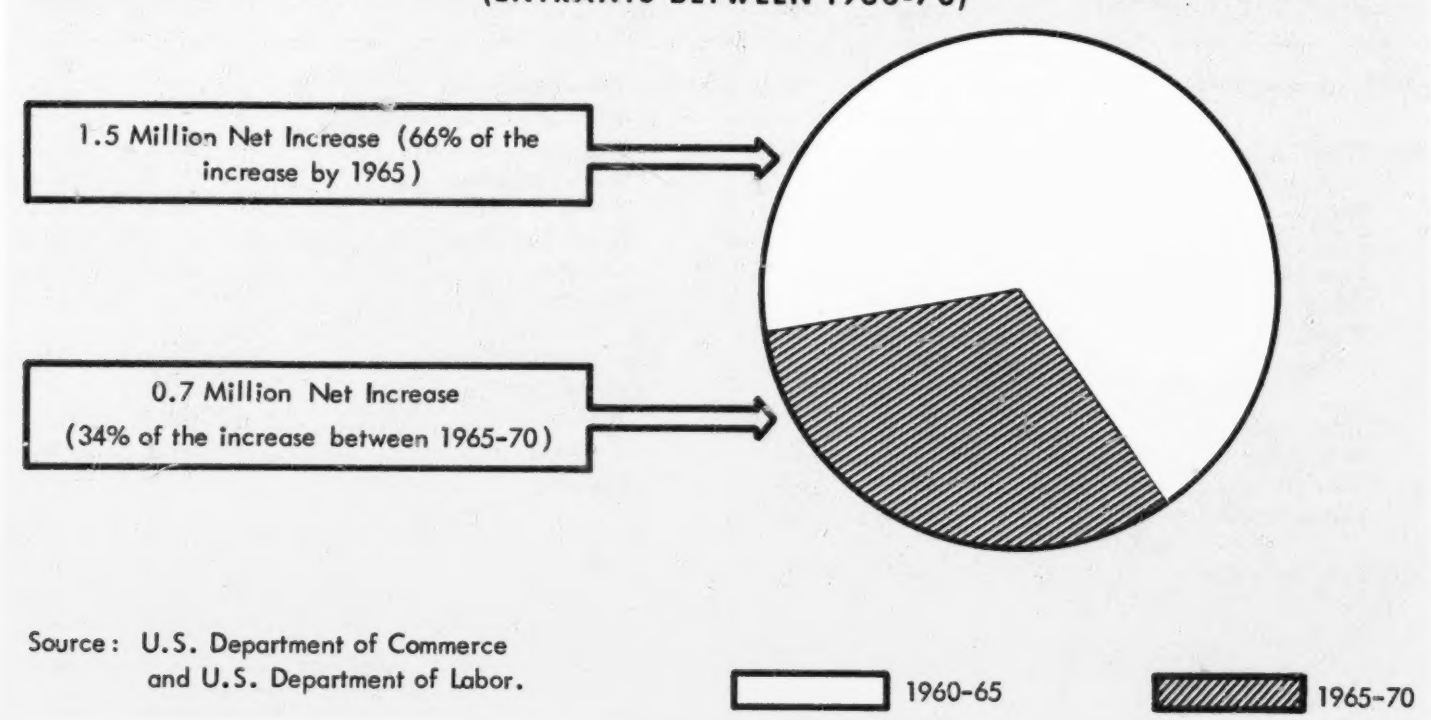
a total net loss of 358,000 nonagricultural jobs. In these same States, the total number of 14–19-year-olds working or seeking work between 1960 and 1965 is expected to grow by 552,000. The States where the greatest difficulty in providing jobs for young workers may occur are: New York, Pennsylvania, Ohio, Michigan, and West Virginia.

In some States where the youth employment problem may be difficult, the situation will be further aggravated, since the labor force growth will consist of more than just teenagers. For example, college graduates, young persons with some college education, and married women entering or reentering the labor force also will be competing for jobs.

The extent of the problem of assimilating a growing labor force heavily weighted with young persons is further indicated by the proportion of each State's labor force growth which is expected to consist of 14–19-year olds who are out of school. (See map.) For example, in some large industrial States such as New York, Pennsylvania, Illinois, and Massachusetts, approximately one-fifth or more of the labor force growth between 1960 and 1965 is expected to consist of these youths. Even in those States where

Chart B

TWO-THIRDS OF THE NET INCREASE IN THE TEEN-AGE (14-19) LABOR FORCE WILL HAVE OCCURRED BY 1965


(ENTRANTS BETWEEN 1960-70)
1.5 Million Net Increase (66% of the increase by 1965)
0.7 Million Net Increase
(34% of the increase between 1965-70)
1960-65
1965-70

Source: U.S. Department of Commerce and U.S. Department of Labor.

out-of-school youths represent a small proportion of total labor force growth, the States will still experience the problem of absorbing an increasing number of young people seeking work. In Nevada, for example, less than 10 percent of total labor force growth between 1960 and 1965 is expected to consist of out-of-school teenagers, but the number of teenagers in the State's labor force will increase by more than 60 percent during the first half of the decade.

The kind and extent of training of these young labor force entrants and the number and type of jobs available will affect the magnitude of a State's youth employment problem. An encouraging trend, in this connection, is the increasing proportion of 14–19-year-olds working or seeking work who remain in school, whether on a part-time or full-time basis. This proportion increased from approximately one-third in 1950 to almost one-half in 1960. The most significant improvement occurred in the Northeast where the percentage of teenagers in the labor force who were in school rose from 25 percent in 1950 to 47 percent in 1960. Even if this increase continues in the 1960 decade, however, there will still be a significant percentage of out-of-school teenagers seeking work in 1970.

Table 2—PERCENT OF THE 14-19-YEAR-OLD LABOR FORCE ENROLLED IN SCHOOL, BY STATE, 1950 AND 1960.

	Percent	
	1950	1960
TOTAL 51 STATES	32.6	49.8
NORTHEAST	25.4	46.8
New England	27.1	51.8
Maine	21.9	52.7
New Hampshire	31.4	51.3
Vermont	36.5	58.6
Massachusetts	27.6	52.9
Rhode Island	16.0	37.8
Connecticut	30.5	53.3
Middle Atlantic	24.9	44.8
New York	25.8	45.3
New Jersey	21.9	43.8
Pennsylvania	25.0	44.7
NORTH CENTRAL	39.2	55.7
East North Central	37.9	53.8
Ohio	37.7	51.8
Indiana	38.7	54.3
Illinois	33.8	49.7
Michigan	38.4	57.6
Wisconsin	45.1	60.4
West North Central	41.7	59.6
Minnesota	44.6	63.7
Iowa	47.1	63.0
Missouri	32.0	46.7
North Dakota	38.0	63.8
South Dakota	42.1	67.8
Nebraska	45.2	64.8
Kansas	45.4	61.5
SOUTH	28.9	42.2
South Atlantic	26.9	39.9
Delaware	24.4	43.3
Maryland	24.7	41.2
District of Columbia	27.8	34.5
SOUTH—Continued		
South Atlantic—Continued		
Virginia	21.1	35.7
West Virginia	23.0	43.6
North Carolina	30.1	37.9
South Carolina	30.4	37.0
Georgia	26.8	40.8
Florida	29.6	45.3
East South Central	31.1	41.1
Kentucky	23.7	36.1
Tennessee	28.4	37.7
Alabama	32.0	44.1
Mississippi	41.6	48.0
West South Central	30.0	46.8
Arkansas	32.3	47.3
Louisiana	25.4	42.9
Oklahoma	43.1	58.1
Texas	27.8	45.0
WEST	40.4	56.9
Mountain	42.9	62.8
Montana	45.8	68.9
Idaho	53.1	71.3
Wyoming	41.3	71.4
Colorado	41.7	59.9
New Mexico	30.8	54.4
Arizona	34.2	55.8
Utah	54.1	69.3
Nevada	42.5	62.4
Pacific	39.3	54.8
Washington	39.1	66.5
Oregon	49.1	66.0
California	39.6	52.3
Alaska	16.2	37.5
Hawaii	21.6	40.8

Source: Based on data from 1950 and 1960 Census of Population, Bureau of the Census, U.S. Department of Commerce.

OUT OF SCHOOL 14-19 YEAR OLDS WILL ACCOUNT FOR A HIGH PROPORTION OF TOTAL LABOR FORCE GROWTH IN SOME STATES BETWEEN 1960 & 1965

Growth of the Out-of-School Labor Force 14-19 years old as a Percent of Total Labor Force Growth.

- 24% and over 1/
- 12-23%
- 11% or less

National Average is 12.4%

1/ This grouping includes seven States (Vermont, North Dakota, District of Columbia, Mississippi, West Virginia, Kentucky and Arkansas) in which the total labor force 20 years old and over is expected to decrease as a result of expected outmigration. They are included in this grouping because the problems of providing adequate employment opportunities in such states are likely to be very great.

Source: 1960 data based on the 1960 Census of Population, Bureau of the Census, U.S. Department of Commerce. 1965 data based on total labor force projections 14-19 years of age, by State, made by the Bureau of Labor Statistics, U.S. Department of Labor.

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Chapter 2

YOUNG PERSONS WITH SPECIAL TRAINING NEEDS

While many youthful jobseekers experience difficulty in finding jobs due, in part, to inexperience and lack of training, other young persons face even greater problems because of poverty, racial discrimination, delinquency, lack of employment opportunities in rural areas, and physical and mental handicaps.

Many youngsters with special problems do not participate in any way in this Nation's economic activities. In October 1962, about 150,000 young men in the 14–19-age group were not attending any school and were not in the labor force.[2] Many of these youths represented the "social dynamite" of our society.[3]

Low Income

Approximately 12 million youngsters under the age of 18 were in families whose total money income was less than $3,000 in 1961. This income is considerably below the minimum family budget considered as "modest but adequate" by the U.S. Department of Labor for a family of four in large cities in the United States.[4]

Many of these young persons in low-income families leave school before completing their education in order to supplement the family income. When they enter the labor market with less than a high school education, they often enter dead-end jobs requiring little education or skill. A large number of these youths come from families whose fathers had not progressed beyond a grade school education. Some of these youngsters, because they come from low-income families which barely have enough for subsistence and because they have fathers with little education, may repeat the pattern of low income associated with little education.

Race

Nonwhite youths face greater employment problems than other young workers. In 1962, about one out of every four nonwhite teenagers in the labor force was unemployed, compared with about one out of every eight white teenagers. Since 1955, the jobless rate among nonwhite teenagers (both boys and girls) has risen faster than for white teenagers—up about 60 percent among nonwhites compared with a 30-percent rise for white teenagers. Nonwhite girls have a much higher unemployment rate than any other group in the entire labor force.

Nonwhite youths, both graduates of high school and dropouts, are primarily employed in low-paying service occupations and in farm labor jobs. (See charts C and D.) Even when nonwhite youths have high school diplomas, their unemployment rate is about double that for white graduates.

A much larger proportion of nonwhite youngsters are leaving rural areas than white youths. In 1950, about 1.3 million nonwhite young persons aged 10 through 19 were living in rural areas. By 1960, when this age group was 20–29 years old, there were only 642,000 in rural areas, a drop of 52 percent. The corresponding decline for white youths in rural areas was only 33 percent. Many of the 700,000 nonwhite youths who moved to urban areas were poorly equipped to meet the changing and more complex job requirements in urban

[2] Excludes teenagers in institutions.

[3] "Social Dynamite: The Report of the Conference on Unemployed Out-of-School Youth in Urban Areas, May 24–26, 1961," National Committee for Children and Youth, Washington, D.C., 1961.

[4] This budget ranged from a low of $5,370 annually in Houston to a high of $6,567 in Chicago, when the budget was last priced in 20 large cities in the autumn of 1959.

centers. Their lack of training coupled with discrimination resulted in high unemployment rates for these youths. Community resources in urban centers for training these disadvantaged young persons are often inadequate and do not prepare them for the new types of jobs found in large cities.

Juvenile Delinquents

The high unemplomeent rate of young persons probably contributes to juvenile delinquency. Many juvenile delinquents come from the half million youths 14 through 19 years old who are not in school.[5] It has been estimated that, at current delinquency rates, between 3 and 4 million youngsters (10–17 years old) will be brought to the attention of the courts in the next decade for delinquency charges other than traffic offenses.[6]

The peak age for juvenile delinquency comes at the critical time when young persons are making the difficult transition from school to work. This occurs just at the time when compulsory school attendance is at an end in many States, the school loses its hold on young persons, and youth must face the world of adult responsibility. It has been estimated that about 95 percent of 17-year-old delinquents are not attending school, while 85 percent of the 16-year-olds, and 50 percent of the 15-year-old delinquents are not in school.

In 1960, almost 1 million young persons below the age of 21 were arrested. This represented nearly a fourth of all persons arrested that year. Many young delinquents who seek to enter or reenter the world of work after having been confined in correctional institutions, lack adequate training in addition to bearing the handicap of a police record.

[5] In October 1962, some 365,000 youngsters aged 14 through 19 were not in school and *were looking for work;* another 150,000 young men in this age group were not attending school and *not in the labor force.*

[6] Testimony of Abraham Ribicoff, Secretary of Health, Education, and Welfare, Special Subcommittee on Education, House of Representatives, July 10, 1961.

Rural Youth and Children of Migratory Workers

Many of the teenagers now growing up in rural-farm areas may not find farm jobs when they are ready to enter the labor market. The majority of rural youths face a choice of underemployment on the farm or movement to urban areas for employment. Many young persons on the farms are fully employed only during peak seasonal periods which are of relatively short duration. For the rest of the year, they work on a part-time basis and are not fully utilizing their potential.

Because of the lack of employment opportunities on the farms, the large-scale migration of youths from rural to urban areas has continued. In 1950, there were 9.5 million young people in the 10–19-age group in rural areas. By 1960, when these youths were 20–29 years old, they numbered only 6.1 million, a 36-percent decline. A large proportion of these youths lacked the training to compete for jobs in large metropolitan labor markets. Some of those who had completed their schooling had been educated for farm employment. A large number consisted of young persons who had not completed their high school education. Those youths who remained in rural areas had to sharpen their skills and extend their knowledge of scientific farming and farm management.

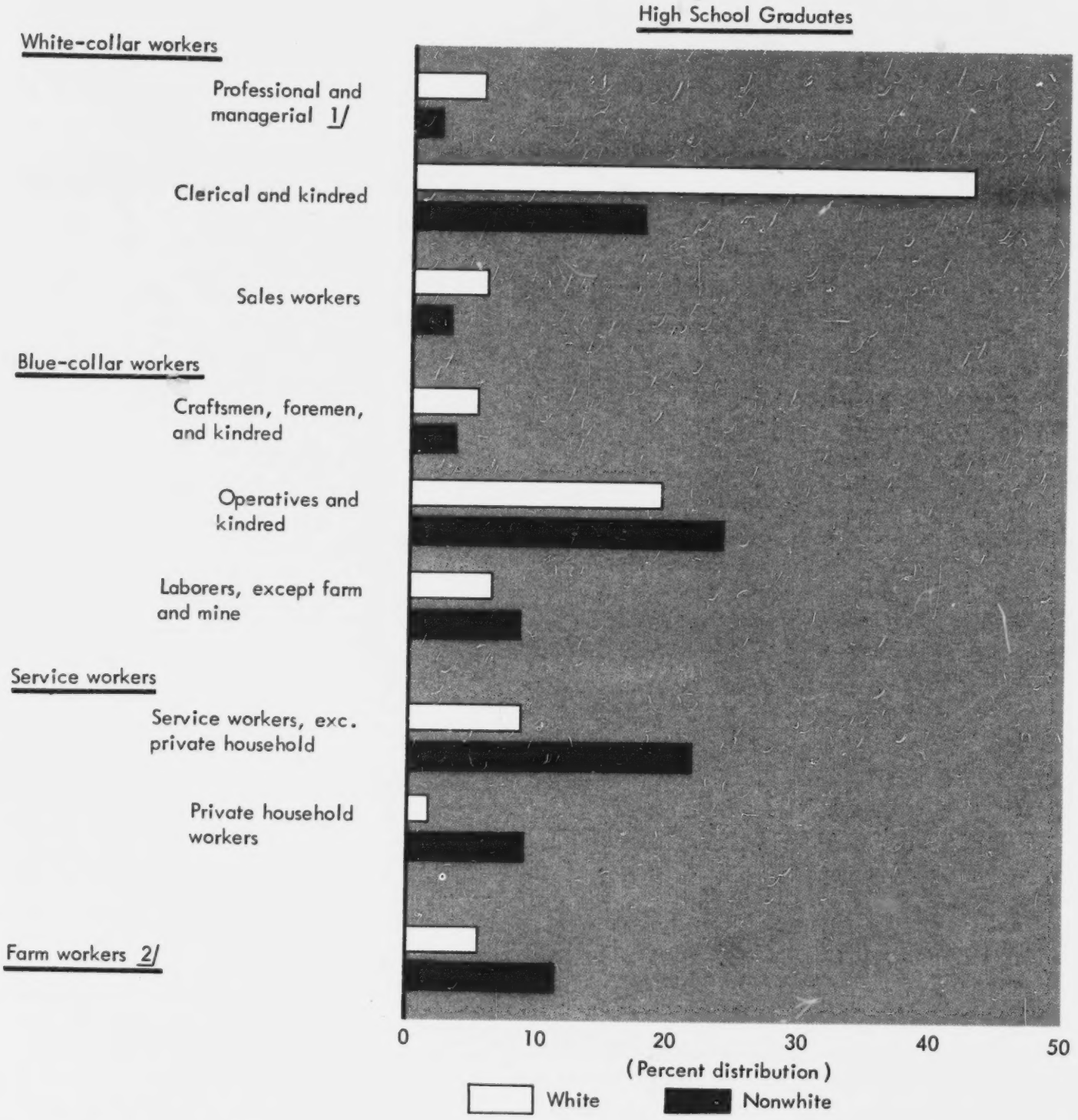
The children of migratory farm families face particularly difficult problems of education and training. The low income of their families, the educational level of their parents, and the itinerant nature of employment prevent many of these youths from securing an adequate preparation for the world of work.

In 1961, according to an estimate by the United States Department of Agriculture, there were about 415,000 children under age 14 in migrant families. Approximately one-half of the children under 18 in migratory families move about the country as their families follow the crops. Generally, migratory youth enter school later, attend classes fewer days, achieve the least progress, drop out of school earliest, and constitute the Nation's

Chart C

ONLY ABOUT ONE-FIFTH OF NONWHITE YOUNG PERSONS WHO GRADUATE FROM HIGH SCHOOL HAVE WHITE-COLLAR JOBS

MORE THAN 50 PERCENT OF THE WHITE YOUNG PERSONS HAVE WHITE-COLLAR JOBS.



Based on a survey of high school graduates (not enrolled in college) and school dropouts between the years 1959-61 who were ages 16-24 at the time the survey was made in October 1961.

1/ Includes professional, technical, and kindred workers; and managers, officials, and proprietors, except farm.

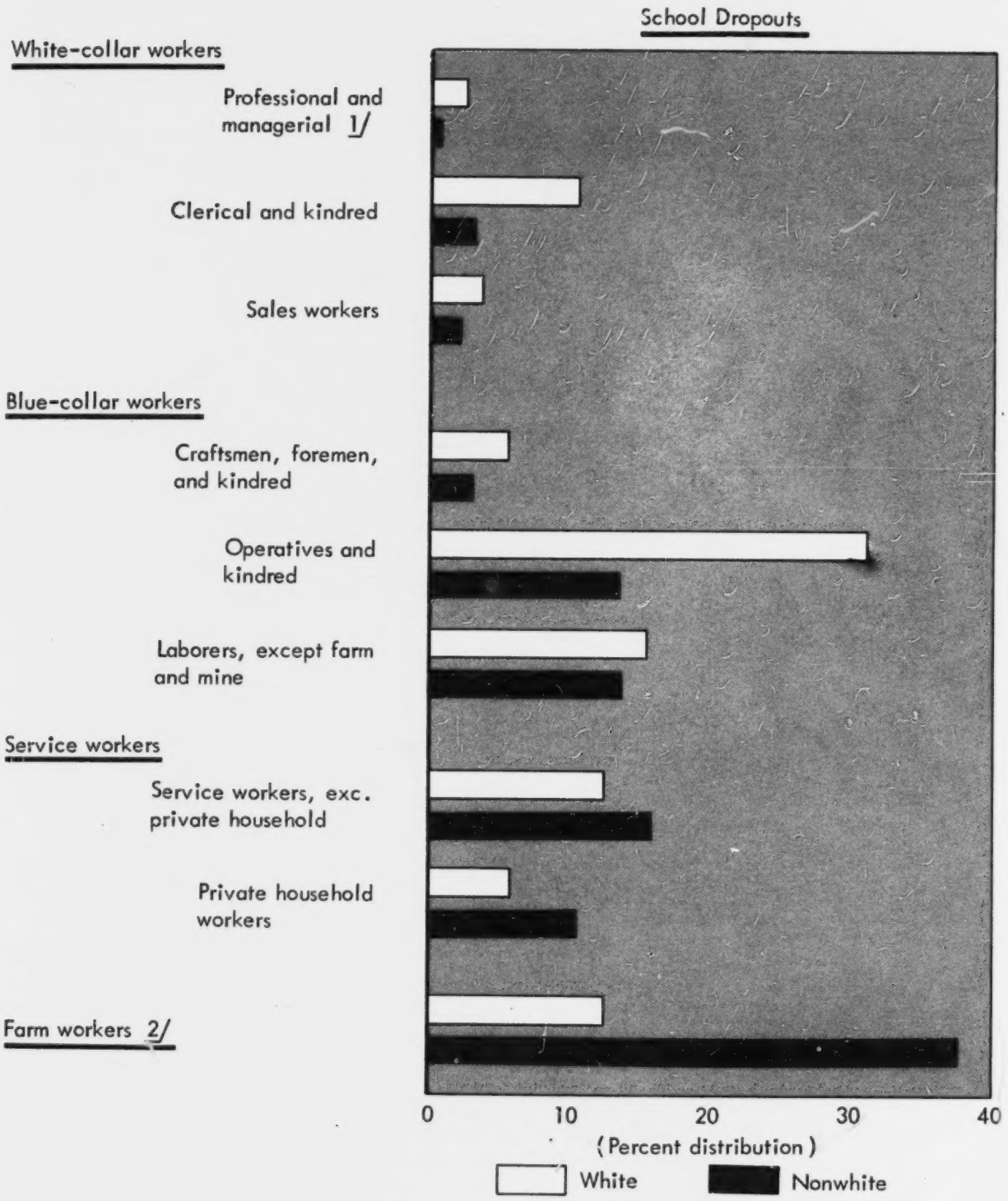
2/ Includes farmers and farm managers; and farm laborers and foremen.

Source: Employment of High School Graduates and Dropouts in 1961, Special Labor Force Report, No. 21, U.S. Department of Labor, Bureau of Labor Statistics.

Chart D

MORE THAN ONE-THIRD OF NONWHITE YOUTHS WHO DROP OUT OF SCHOOL ARE EMPLOYED IN FARM WORK

ONLY ABOUT 12 PERCENT OF WHITE DROPOUTS WORK ON FARMS.



Note: See footnotes and source on Chart C

largest single reservoir of illiterates.[7] In 1961, more than 44 percent of the 150,000 migratory workers in the 14–24-year age group had completed only 8 years of school or less. Studies of the education of migrant children in Texas and New York reveal that these youths, when attending school, are, on the average, 2 years behind other students of the same age. A study in one State indicated that in 1957, the young migrant aged 15 and in school had completed 6.7 years of schooling.[8] For all youths 15 years old the average number of years of school completed is 9.1.

Youths With Physical and Mental Handicaps

The large number of youths with physical and mental handicaps in the United States represents a special challenge to the Nation's training resources. The Office of the Surgeon General of the U.S. Department of the Army has estimated that almost a third of the country's youths subject to examination for military service are unable to meet acceptable standards for medical and mental fitness. Of the 1.5 million youths who yearly reach the age of eligibility for military service, about 15 percent are expected to fail for medical (physical and psychiatric) reasons; approximately 12 percent for mental reasons (unable to pass required mental tests); another 5 percent for other reasons.[9] Some of these youths represent a significant social and military liability. The rate of disqualification of draftees for military service ranges from 30 to 70 percent among the States.

At the present time, some limited steps are being taken to assist those who fail to qualify medically for military duty. Several projects are being sponsored by the U.S. Public Health Service to facilitate the referral of selective service rejectees for rehabilitation assistance.

A considerable number of young persons with all types of handicaps are not attending school, mainly because most school systems lack the specially trained teachers, and to some extent the facilities necessary to make school a meaningful experience for these young people. For example, only about 250,000 of the Nation's 1¼ million school age retardees are enrolled in special education programs in public schools.[10]

Some of the physically and mentally handicapped youths will never be able to enter the labor market because of the severity of their handicaps. However, many could look forward to gainful employment if training were available. Without the necessary training, many handicapped youths either withdraw completely from the labor force or are unemployed.

Young Married Workers

Young persons are marrying and having children at an earlier age than did their parents. One-half of all males whose marriages took place in 1962 were less than 23. The corresponding age for females was 20. In March 1962, about 230,000 young men in the 14–19-age group were married, and of this number, 95 percent were in the labor force. This rate of labor force participation was about three times greater than for single males in the 14–19-age group, many of whom are enrolled in school.

Many of the young married men had incomes which were inadequate for subsistence living. More than 700,000 nonfarm families, with family heads below the age of 25, had total money income of less than $3,000 in 1961. Many of these young breadwinners are forced by circumstances to concern themselves more with immediate economic needs than with developing their future careers. They use whatever skills and knowledge they possess to make a living rather than devote their efforts to developing their full potential through training.

Because of the changing pattern of greater labor force participation of married women, many young married women now concerned with the immediate problems of raising families, will probably be re-

[7] "Children in Migrant Families." December 1960. A report to the Committee on Appropriations, U.S. Senate. Submitted by the U.S. Department of Health, Education, and Welfare.

[8] "Migratory Farm Workers in the Atlantic Coast Stream, II. Education of New York Workers and their Children, 1953 and 1957." Emmit F. Sharp and Olaf F. Larson. Cornell University Agricultural Experiment Station in Cooperation with Agricultural Research Service, U.S. Department of Agriculture.

[9] "Qualifications of American Youths for Military Service." Medical Statistics Division, Office of the Surgeon General, U.S. Department of the Army, 1962.

[10] "A Proposed Program for National Action to Combat Mental Retardation." Report to the President, The President's Panel on Mental Retardation, October 1962, p. 144.

entering the labor market when their children are in school. From 1947 to 1962, the number of married women in the labor force doubled, accounting for more than half of total labor force growth. The expected continuation of this trend will require that special attention be devoted to the training needs of young women. If young married women are not adequately prepared with knowledge and skills, they will find it increasingly difficult to secure employment when they reenter the labor market.

Dropouts

A high school diploma is becoming a requirement for an increasing number of occupations. In spite of the growing need for this level of education, the U.S. Department of Labor has estimated that about 7.5 million young persons will be entering the labor market during the 1960's without completing high school. About 1.5 million young men and women without a high school education, who may be entering the labor market in 1964 and 1965, will be competing for jobs. Many of these young persons will not even have completed grade school.

Although young persons between the ages of 18 and 24 had a median educational attainment of more than 12 years in March 1962, about 1.6 million of the 16.2 million young persons in this age group had completed only 8 years or less of schooling. As indicated in chart E, many young persons with less than 8 years of schooling may find their future job opportunities restricted to employment as private household workers and unskilled laborers. For the most part, these do not represent expanding areas of employment.

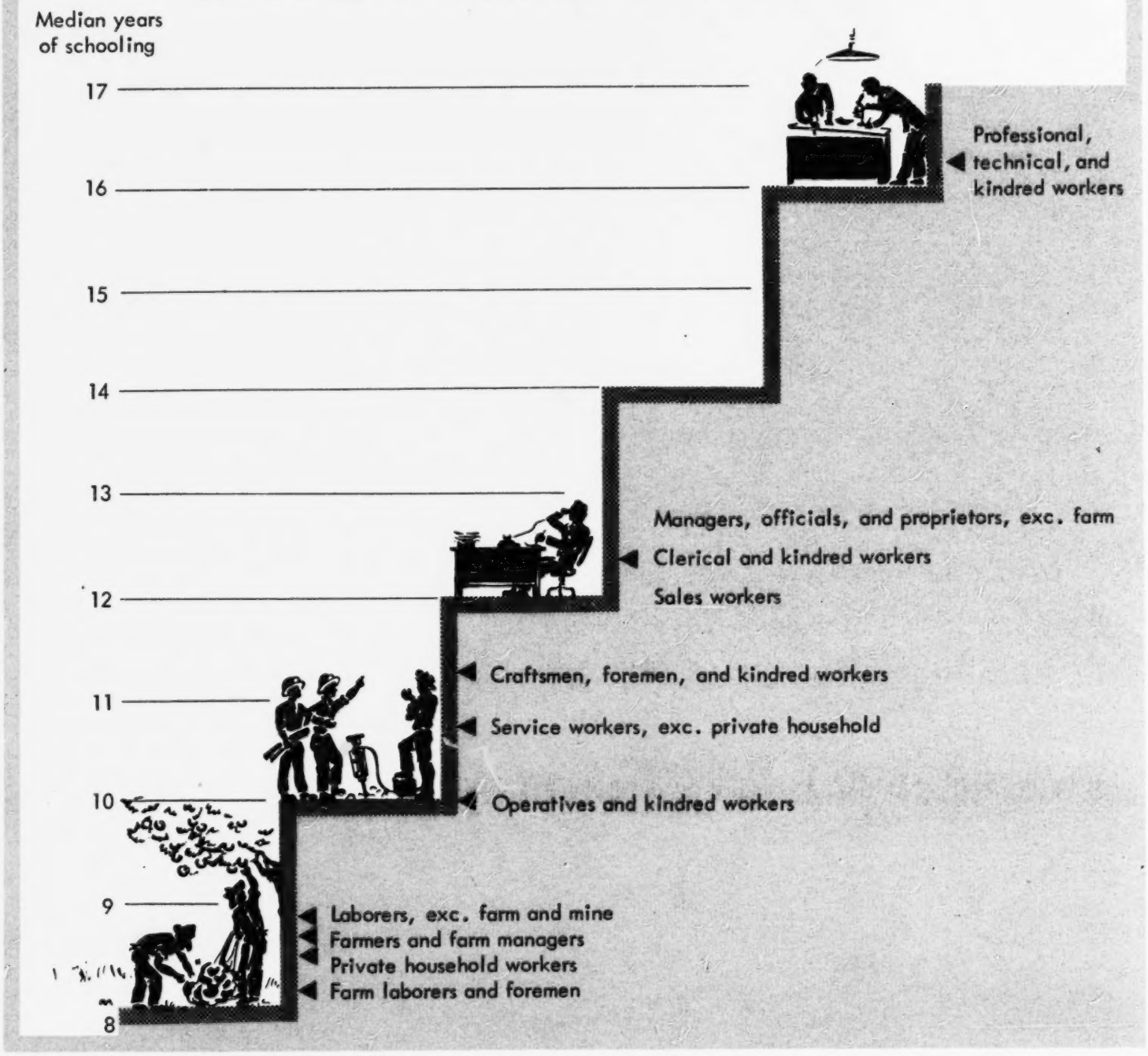
Youths who do not complete high school are generally restricted to routine and lesser skilled dead-end jobs. Typical jobs held by dropouts include messenger, carwasher, and farm and unskilled laborers. These are among the lowest paying jobs in our economy.

One out of four dropouts was unemployed in 1961. This is one of the highest unemployment rates for any group in the labor force. Unless these young persons are able to secure additional training, they will probably become the nucleus of the future hard core of unemployed workers.

Chart E

WORKERS WITH MORE EDUCATION ARE EMPLOYED IN BETTER JOBS

MEDIAN YEARS OF SCHOOL COMPLETED BY MAJOR OCCUPATIONAL GROUP, MARCH 1962



Source: U.S. Department of Labor, Bureau of Labor Statistics.

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Chapter 3

TRAINING OF NON-COLLEGE YOUTH

The preceding review of the problems facing young persons who do not go on to college underscores the need for special attention to the training of young men and women who are not in school, about to enter the labor force, or who are already working. The high rate of unemployment of young persons can be partially explained by the usual employment difficulties encountered by new workers. However, incomplete education and training which are not realistically oriented toward the world of work also contribute to the employment problems of young workers. Superimposed on these difficulties are the burdens borne by young persons from low-income families, minority group youth, juvenile delinquents, physically and mentally handicapped youth, children of migratory families, and young married persons. Because of their inadequate income and training, members of these groups will be unable to develop their full potential for economic advancement.

Vocational Education

Of the approximately 12 million full-time students enrolled in public secondary schools in 1960, only 1.7 million were enrolled in Federally-supported vocational classes. Another 2 million persons—some of whom were out-of-school youths—were part-time and evening students in vocational courses. A considerable number of other students were enrolled in non-Federally-supported commercial courses in such subjects as typing and bookkeeping.

In addition, only a limited proportion of the total number of secondary school students taking Federally-supported vocational training were registered in areas of expanding employment opportunity. One-fourth of the 1960 enrollees were in trades and industrial courses, and 8 percent were registered in distributive education courses (such as work-study programs in saleswork)—fields which are expected to offer increasing employment opportunities for youth.

Some criticism has been directed toward vocational schools because their programs do not adequately satisfy the needs for skills required in our modern economy. Many of the schools are oriented toward local labor market needs, whereas their training should be directed toward preparing students for a national labor market because young workers have the highest mobility.[11] In view of the large movement from rural areas to urban centers, a real need exists for offering training directed toward jobs which many rural youngsters will eventually seek to occupy.

The report of the President's Panel on Vocational Education recently indicated that vocational programs were not available in enough schools and often were not preparing students for the wide variety of jobs which will be in demand in the coming years.[12] The Panel found that only 9 percent of the schools surveyed in six States offered distributive education courses. Further, it was reported that, in the Nation as a whole, only nine States offered training in office machine repair work, only six had programs in appliance repair, and six offered vocational training in heating and ventilation. However, many States are increasing their efforts to provide additional training courses and facilities which will enable young persons to take advantage of openings in the newer and more rapidly growing occupations.

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[11] "Social Dynamite," *op. cit.*, p. 6.

[12] "Education for a Changing World of Work." Summary Report of the Panel of Consultants on Vocational Education requested by the President of the United States, 1962.

Private Industry

Some young persons are trained in private industry both in formal and informal training programs. According to the preliminary findings of a 1962 survey by the U.S. Department of Labor, however, less than a fifth of the 700,000 establishments surveyed had a definite training plan or program. Only 15 percent of the employees in establishments with training programs participated in some form of training activity. Many companies do not offer training to workers without a high school education because they believe they cannot be trained for the more complex jobs characteristic of a rapidly changing technology.

Many training authorities agree that apprenticeship is the most effective method for training inexperienced youths for skilled jobs. High school graduates are generally preferred for apprenticeship programs which are conducted jointly within industry by representatives of labor and management. Unfortunately, only a small proportion of the country's craftsmen now get their training through apprenticeship. The full contribution that the apprenticeship program can offer to develop the skilled labor force needed by this country can only be realized if thousands of additional apprenticeship openings are made available to the Nation's youths.

Military Training

The Armed Forces offer valuable opportunities to young persons to acquire many of the types of civilian skills needed in today's labor market. More than a third of the 2.8 million men on active duty in 1962 were under age 22. It has been estimated that about half of all jobs for enlisted men involve duties requiring craft or technical training in such diverse areas of work as electronics, aircraft maintenance, automotive mechanics, and metalworking. However, the benefits available from such training are limited to a relatively small number of young men who enlist or are called to active duty. Because many young men cannot meet the physical and mental standards for military service, they do not receive this opportunity for training.

Training for the Handicapped

A limited amount of training to prepare the handicapped for employment is provided by a Federal-State program. This training may be conducted in schools or colleges, on-the-job in industry, or in sheltered workshops with special programs designed to meet the needs of the severely disabled. In the past, most State vocational rehabilitation programs primarily assisted handicapped adults. In more recent years, however, greater effort has been directed toward the training of young persons. For example, about one-fifth (19,000) of the 102,000 State-assisted rehabilitants who were placed in jobs in 1962 were between the ages of 16 and 20. This represents an increase of about 4 percent compared to the number of youths rehabilitated in 1958.

Some of the rehabilitation training sponsored by the States is performed in cooperation with private social service organizations. For example, Goodwill Industries of America, Inc., provided rehabilitation services, training and evaluation, placement and other employment services for 50,000 handicapped persons in 1962. An estimated 5 percent of these persons were under 20 years of age.

The U.S. Office of Vocational Rehabilitation estimates that more than 2 million disabled persons are in need of vocational rehabilitation services or a job opportunity.

Training in Correctional Institutions

About 60,000 young people were sent to public institutions for delinquents in 1960. Although some of these institutions provide training of some sort, the relatively short period of confinement, the length of time required to learn a trade, and the student's frequent lack of readiness to make a serious occupational choice limit the kind of training that can be given. For the most part, the delinquent can only be introduced to an occupa-

tion or trade in a correctional institution. For many, the vocational program is exploratory and prevocational, offering information and a beginning in training.

In recognition of the seriousness of the problems faced by juvenile delinquents, Congress passed the Juvenile Delinquency and Youth Offenses Control Act of 1961. Thirty million dollars are to be appropriated for a 3-year period to train personnel, to make studies, and to establish demonstration and evaluation projects related to programs for the prevention or control of juvenile delinquency.

The Area Redevelopment Act and the Manpower Development and Training Act

Congress passed the ARA and the MDTA in recent years to provide occupational training or retraining to unemployed and underemployed workers. The ARA is designed to stimulate employment expansion in economically distressed areas through a combined program of loans, grants, technical guidance, and occupational training. While training under this law is designed principally to meet the needs of adults who would normally not have an opportunity for this type of training, some young persons have been trained under this act. About 800 of the more than 10,000 trainees enrolled in ARA programs from November 1961 through December 1962 were below the age of 19.

The MDTA contains specific provisions for young trainees, but it too is primarily directed toward the assistance of adult workers. The act stipulates that no more than 5 percent of the estimated total of the training allowances paid annually may be paid to youths in the age group over 19 and under 22 years of age. Under the act, special emphasis will be placed on the unique training and employment problems of rural youth. In addition to participating in the regular occupational training provided for in the act, out-of-school youth will also benefit from the law's on-the-job training provisions.

Approximately one-fourth of the more than 9,000 trainees enrolled under the act, for whom detailed information was available from August 1962 through March 1963, were 21 years or under, with most of these individuals concentrated in the 19–21-age bracket. Young men, who constitute more than three-fifths of these trainees, are being trained primarily for entry jobs in skilled and semi-skilled trades such as general machine operator, automobile mechanic, and pipefitter. Young women are being trained principally for clerical and sales jobs.

CONCLUSION

The young persons who will be jobseekers are a heterogeneous group with many different problems. Because of the complexity and variety of these problems, no single approach can possibly help all the youths who need assistance.

Those training programs which are developed to prepare young men and women for the world of work should be realistically oriented toward present and future labor market requirements. This is especially important because of the continuing decline in jobs which youths with low levels of training and education can fill.

The full impact of the youth employment problem will be felt by the Nation within the next 2 or 3 years. If the corrosive and frustrating effects of unemployment upon many of the non-college-bound youths are to be avoided, action programs must be developed immediately.

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